



City of Franklin

109 3rd Ave S
Franklin, TN 37064
(615) 791-3217

Meeting Minutes

Franklin Municipal Planning Commission

Thursday, June 26, 2025

7:00 PM

Williamson County
Auditorium

Notice is hereby given that a meeting of the Franklin Municipal Planning Commission will be held on the date, time and at the location listed above. Additional information can be found at www.franklintn.gov/planning.

The typical process for discussing an item is as follows:

1. Staff Presentation
2. Public comments
3. Applicant presentation, and
4. Motion / discussion / vote

Applicants are encouraged to attend the meeting, even if they agree with the staff recommendation. The Planning Commission may defer or disapprove an application/request unless someone is present to represent it.

For accommodations due to disabilities or other special arrangements, please contact the Human Resources Department at (615) 791-3216, at least 24 hours prior to the meeting.

CALL TO ORDER

Chair Lindsey called the meeting to order at 7:02 PM.

Commissioners Present: Scott Harrison, Marcia Allen, Jimmy Franks, Chair Roger Lindsey, Michael Orr, Nick Mann, Alma McLemore, Jenny Williamson, Alderman Ann Petersen

Commissioners Absent: none

CITIZEN COMMENTS (Open for citizens to be heard on any issue or concern, including those related to items on the agenda. Please submit a Speaker Card at the beginning of the meeting if you would like to address the Commission. If you would like to speak on a non-consent agenda item, the Chair will hold your comment until the public comment period associated with the item. As provided by law, the Planning Commission shall make no decisions or consideration of action of citizen comments for items not on the agenda, except to refer the matter to the Planning Director for administrative consideration, or to a schedule the matter for consideration at a later date. Those addressing the Commission are requested to come to the microphone and identify themselves by name and address for the official record. The Chair may restrict the period for public comment, including the length of the public comment period, the number of individuals who can speak and the length of time each individual may speak. When time allows, the standard individual public comment time is two minutes.)

Chair Roger Lindsey asked for citizen comments. There were none.

Comments on agenda items may be made in person at the meeting or by emailing planningintake@franklintn.gov before noon on the day before the meeting. Emailed comments will be provided to the Commission and included in the minutes, but not read aloud in their entirety during the meeting.

APPROVAL OF MINUTES

1. Consideration Of Approval Of The May 22, 2025 FMPC Minutes.

Sponsors:

Attachments: 1. DRAFT May 22 2025 FMPC minutes

A motion was made by Commissioner Allen, seconded by Commissioner Petersen to approve the Minutes from the May 22, 2025, meeting. The motion carried 8-0 (Chair Lindsey recused).

ANNOUNCEMENTS

Ms. Wright reminded the Commissioners to speak clearly into the microphone and to ask to be recognized by the Chair before speaking as this will allow time for the microphone to be turned on.

Item #27

Ms. Wright explained that the title of item #27 is correct. A 30-day public notice is required by state law before an item can be officially added to the agenda. An additional request was made for item #27 and added to the 30-day notice but shortly after that time, a portion of the request was removed. The agenda published last week is correct but does not exactly reflect the 30-day public notice dated May 22, 2025. Ms. Wright assured the Commissioners the title of item #27 is correct and reflects what is being requested.

Item #22

Ms. Wright announced that there is a typo in the resolution number for item #22. The resolution number on the agenda reads 2028-45 but should read 2025-45 to reflect the correct year. Ms. Wright asked the Board to make a motion to amend Item #22 to reflect the correct resolution number.

MOTION (Item #22 Correction)

Commissioner McLemore motioned to change the resolution number of Item #22 to read 2025-45, seconded by Commissioner Harrison. The motion carried by a vote of 9-0.

CONSENT AGENDA

2. Consideration Of Approval Of Items 3-18 And 24-25 On The Consent Agenda.

Sponsors:

Attachments: None

A motion was made by Commissioner Mann, seconded by Commissioner Harrison to approve items 3-18 and 24-25 as presented on the Consent Agenda. The motion carried 9-0.

SITE PLAN SURETIES

3. Aerial Adventure Subdivision, Final Plat; Release The Maintenance Agreement For Green Infrastructure Improvement. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: 1. Aerial Adventure - green infrastructure

The item was Approved on Consent Agenda.

4. Berry Farms Town Center PUD Subdivision, Final Plat, Section 7; Extend The Performance Agreement For Sidewalks Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

5. Gateway Village PUD Subdivision, Site Plan, Section 3, Lot 136 (Office Building); Extend The Performance Agreement For Landscaping Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

6. Gist Street PUD Subdivision, Site Plan; Extend The Performance Agreement For Green Infrastructure Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

7. Highlands At Ladd Park PUD Subdivision, Final Plat, Section 17, Revision 1; Extend The Performance Agreement For Sidewalks Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

8. Highlands At Ladd Park PUD Subdivision, Final Plat, Section 37; Extend The Performance Agreement For Drainage Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

9. Highlands At Ladd Park PUD Subdivision, Site Plan, Section 19; Extend The Performance Agreement For Landscaping Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

10. McEwen Place PUD Subdivision, Site Plan, Section 3, lot 303 and 304 (Block C); Accept The Performance Agreement For Sidewalks Improvement, Release The Performance Agreement And Establish A One-Year Maintenance Agreement. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: 1. Action request for sidewalks
2. Inspection result

The item was Approved on Consent Agenda.

11. Ovation Subdivision, Site Plan, Lot 3 (Ovation East End); Extend The Performance Agreement For Landscaping And Streets Private Improvements To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

12. Pinnacle Commons Subdivision, Site Plan; Extend The Performance Agreement For Landscaping Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

13. Spring Creek Subdivision, Site Plan, Section 1, Revision 4; Extend The Performance Agreement For Landscaping Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

14. Standard At Cool Springs Subdivision, Final Plat, Revision 1; Extend The Performance Agreement For Sidewalks Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

15. Stream Valley PUD Subdivision, Site Plan, Section 14; Extend The Performance Agreement For Landscaping Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

16. Stream Valley PUD Subdivision, Site Plan, Section 16; Extend The Performance Agreement For Landscaping Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

17. Water's Edge PUD Subdivision, Final Plat, Section 2; Extend The Performance Agreement For Green Infrastructure Improvement To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

18. Watson Glen Subdivision, Site Plan, Section 2, Lot 30 (Miles Auto Spa); Extend The Performance Agreement For Green Infrastructure, Landscaping, Sidewalks And Streets Improvements To June 25, 2026. (CONSENT AGENDA)

Sponsors: Melodie Brady

Attachments: None

The item was Approved on Consent Agenda.

VESTED RIGHTS/SITE PLAN EXTENSION

19. Consideration Of Resolution 2025-46, A Resolution Amending The 555 Franklin Road PUD Subdivision To Extend The Vested Rights, For The Property Located West Of Franklin Road And South Of Gateway Court, Located at 555 Franklin Road.

Sponsors: Emily Huffer, Amy Diaz-Barriga, Joseph Bryan

Attachments:

1. MAP 555 Franklin Rd PUD
2. RES_2025-46_555FranklinPUDVestingExt_Combined_LawApproved02
3. Franklin Vesting Extension 5-12-2025
4. 555 Franklin Rd PUD DP_ORIGINAL STAFF REPORT
5. 555 Franklin Rd PUD Approved Development Plan

Staff Presentation: Joey Bryan. The request is to extend the vesting period by 36 months, from October 10, 2025, until October 10, 2028, to allow the applicant to secure any necessary permits and commence site preparation. The development plan for the 555 Franklin Road PUD was approved by BOMA on October 10, 2022. The plans include a mix of age-restricted multifamily, and continuum of care uses. Overall, it was approved for 120 multifamily units and 142,500 square feet of non-residential space. The project had one Modifications of Standards which was to reduce the 18-inch foundation height of the front façade of the multifamily building to grade level. Staff recommended approval, with conditions, of the Development Plan. A site plan for the 555 Franklin Road PUD was approved in May 2023, however no building permits have been secured for the site. The applicant is committed to offering senior housing on the site and intends to pull permits and begin site preparation by early 2026.

Vesting Impacts: If the vesting period is not extended, the project entitlements would cease to exist and stop work orders would be issued. A new development would need to be approved and would be reviewed against the current local development standards. In reviewing the plan against the current City regulations, the current plan generally complies. The differences in today's Zoning Ordinance versus their vested Ordinance (1/1/2022) are minor and could be incorporated into the design without major changes to the plan. The sewer capacity for this project has been accounted for in Water Management models. A new parkland agreement would need to be approved for any new plan, as well as a new traffic impact offset agreement. Traffic volumes in the area have increased, negatively impacting the level of service on adjacent roadways and consequently, the required offsite improvements. Additionally, the Board of Mayor and Aldermen have

approved an increase in the road impact fees since the approval of this development to better support the City's ability to pay for much-needed infrastructure.

RECOMMENDATION:

Staff recommends that the Planning Commission recommend to the Board of Mayor and Aldermen to approve Resolution 2025-46 if they determine that the continuation of vested rights is in the best interest of the community.

Citizen Comments: None

Applicant Presentation: Greg Gamble, Gamble Design Collaborative. Mr. Gamble explained that the senior living facility is focused on a continuum of care for seniors including independent living, assisted living and memory care. The multifamily building previously referenced is the building for independent living seniors. Mr. Gamble also noted that the site plan has not expired and they plan to move ahead with the grading permit.

Dave Erickson, Ryan Companies US, Inc. Mr. Erickson stated that the company has every intention of moving forward with the senior living facility and plans to break ground in the first quarter of 2026. The construction delays were due to general market conditions along with delays in easement acquisitions required for the off-site sewer improvements, part of the conditions of approval. Mr. Erickson thanked the Commissioners for their consideration.

MOTION

Commissioner Franks motioned to recommend approval to the Board of Mayor and Aldermen, Resolution 2025-46, A Resolution Amending The 555 Franklin Road PUD Subdivision To Extend The Vested Rights, For The Property Located West Of Franklin Road And South Of Gateway Court, Located at 555 Franklin Road, seconded by Commissioner Orr.

The motion carried by a vote of 9-0.

REZONINGS/DEVELOPMENT PLANS

20. Consideration Of Ordinance 2025-10, An Ordinance To Rezone 19.43 Acres From Civic Institutional (CI) District To Heavy Industrial (HI) District For The Property Located North Of Century Court And West Of Beasley Drive, At 408 Century Court.

Sponsors: Emily Wright, Amy Diaz-Barriga, Joseph Bryan

Attachments:

1. MAP 408 Century Ct-WilCo Jail, Rezoning
2. ORD_2025-10_408CenturyCtRez_Combined_LawApproved
3. COF 8772 WCJSP_Rezoning Plan_20250430

Staff Presentation: Joey Bryan. The applicant is requesting to rezone the subject property from Civic Institutional (CI) to Heavy Industrial (HI) as part of a larger plan to renovate the existing Williamson County Justice System campus. The property consists of 19.43 acres and is located at 408 Century Court. Envision Franklin places this parcel in the Industrial Flex Design Concept. While the Industrial Flex Design Concept does not outright support any new heavy industrial uses, the Williamson County Justice System is not requesting any new uses on the property, and the Heavy Industrial District maintains their current operations and allows for enhancement of the facilities. The Heavy Industrial Zoning District is the only district that permits Correctional Facilities. Due to the continuation of existing use and the unique circumstances of the scope of work and services provided to the community, staff recommend approval of this rezoning request.

RECOMMENDATION:

Staff recommends that the Planning Commission recommend to the Board of Mayor and Aldermen to approve Ordinance 2025-10.

Citizen Comments: None

Applicant Presentation: None

MOTION

Commissioner Harrison motioned to recommend the approval to the Board of Mayor and Aldermen, Ordinance 2025-10, An Ordinance To Rezone 19.43 Acres From Civic Institutional (CI) District To Heavy Industrial (HI) District For The Property Located North Of Century Court And West Of Beasley Drive, At 408 Century Court., seconded by Commissioner Orr.

The motion carried by a vote of 9-0.

21. Consideration Of Resolution 2025-44, A Resolution Adopting A Plan Of Services For The Annexation Of Property Located West Of Lewisburg Pike And South Of Henpeck Lane, At 1288 Lewisburg Pike, By The City Of Franklin, Tennessee.

Sponsors: Emily Wright, Amy Diaz-Barriga, Joseph Bryan

Attachments:

1. MAP 1288 Lewisburg Pk Annex
2. RES 2025-44 1288 Lewisburg Pk Gateway_POS_Combined_Law Approved (2) 06.12.25
3. Gateway Franklin Church, Annexation Initiation - submittal 002

Staff Presentation: Joey Bryan. The Plan of Services outlines how infrastructure will need to be provided to serve the property of 10.58 acres should the property located at 1228 Lewisburg Pike be annexed. The property is noncontinuous to City limits but is within the southern portion of the Franklin Urban Growth Boundary (UGB). The property includes one parcel and lies within the Goose Creek Basin as defined in the City of Franklin Sanitary Sewer Basin Study. This Basin is identified as a short-term annexation capability area. Water availability will be provided by HB&TS. The Draft Plan of Services details no major concerns in providing infrastructure and services to the property. No additional personnel or equipment will be necessary for either Fire, Police Protection, or Sanitation. An easement crossing a neighboring property would need to be established by the applicant, at their expense, to serve this property with sanitary sewer.

RECOMMENDATION:

Staff recommends that the Planning Commission recommend to the Board of Mayor and Aldermen to approve Resolution 2025-44.

Citizen Comments: Gordon Edder, property owner adjacent to the church. Mr. Edder stated that he is fully supportive of church efforts but has concerns about sanitary sewer access and stormwater management.

Applicant Presentation: Charlie Weir, founding Pastor of Gateway Church. Mr. Weir explained that the church septic system takes up 3 acres of the church property. The church is requesting annexation of the property to allow the 3 acres to become usable green space for outdoor activities.

MOTION

Commissioner Franks motioned to recommend approval to the Board of Mayor and Aldermen, Resolution 2025-44, A Resolution Adopting A Plan Of Services For The Annexation Of Property Located West Of Lewisburg Pike And South Of Henpeck Lane, At 1288 Lewisburg Pike, By The City Of Franklin, Tennessee, seconded by Commissioner McLemore.

The motion carried by a vote of 9-0.

22. Consideration Of Resolution 2028-45, A Resolution To Annex One Property, Consisting Of 10.58 Acres, Located West Of Lewisburg Pike And South Of Henpeck Lane, 1288 Lewisburg Pike And Not Adjoining The City Limits Within The Southern Part Of The Franklin Urban Growth Boundary (UGB).

Sponsors: Emily Wright, Amy Diaz-Barriga, Joseph Bryan

Attachments:

1. MAP 1288 Lewisburg Pk Annex
2. RES 2025-45 1288 Lewisburg Pk_annex_Combined_Law Approved 06.12.25
3. Gateway Franklin Church, Annexation Initiation - submittal 002

Staff Presentation: Joey Bryan. The subject property requesting annexation is within the Neighborhood Commercial Design Concept as defined by the Envision Franklin Land Use Plan. It is the intention of the applicant to maintain the existing use on the property as a church campus. Institutional uses are supported within the Neighborhood Commercial Design Concept.

RECOMMENDATION

Staff recommends that the Planning Commission recommend to the Board of Mayor and Aldermen to approve Resolution 2025-45.

Citizen Comments: None

Applicant Presentation: None

MOTION

Commissioner Orr motioned to recommend approval to the Board of Mayor and Aldermen, Resolution 2025-45, A Resolution To Annex One Property, Consisting Of 10.58 Acres, Located West Of Lewisburg Pike And South Of Henpeck Lane, 1288 Lewisburg Pike And Not Adjoining The City Limits Within The Southern Part Of The Franklin Urban Growth Boundary (UGB) seconded by Commissioner Allen.

The motion carried by a vote of 9-0.

23. Consideration Of Ordinance 2025-17, An Ordinance To Zone 10.58 Acres Civic Institutional (CI) District, For The Property Located West Of Lewisburg Pike And South Of Henpeck Lane, At 1288 Lewisburg Pike.

Sponsors: Emily Wright, Amy Diaz-Barriga, Joseph Bryan

Attachments:

1. MAP 1288 Lewisburg Pkl, Zoning
2. ORD 2025-17 1288 Lewisburg Pk Zon_Combined_Law Approved 06.12.25
3. C-5.0 - GRADING DRAINAGE PLAN - REV #2

Staff Presentation: Joey Bryan. The subject property consists of 10.58 acres and is currently zoned MGA-1 (County). Envision Franklin places this parcel into the Neighborhood Commercial Design Concept. The property currently contains the Gateway Franklin Church campus, and it is the congregation that is requesting to be annexed into the City. Envision Franklin supports institutional uses, such as church campuses, within the Neighborhood Commercial design concept. The zoning as proposed is consistent with the recommendations of Envision Franklin.

RECOMMENDATION

Staff recommends that the Planning Commission recommend to the Board of Mayor and Aldermen to approve Ordinance 2025-17.

Citizen Comments:

Patrick Collins, Franklin. Mr. Collins asked if the property lies in the Franklin city boundary or if it lies in the county and if it contiguous to the city boundary.

Ms. Wright answered in response to the question stating that the property is in the urban growth boundary but is not within the city limits and is not contiguous to the city limits.

Applicant Presentation: None

MOTION

Commissioner McLemore motioned to recommend approval to the Board of Mayor and Aldermen, Ordinance 2025-17, An Ordinance To Zone 10.58 Acres Civic Institutional (CI) District, For The Property Located West Of Lewisburg Pike And South Of Henpeck Lane, At 1288 Lewisburg Pike, seconded by Commissioner Mann.

The motion carried by a vote of 9-0.

SITE PLANS, PRELIMINARY PLATS, AND FINAL PLATS

24. Franklin Ridge Subdivision, Final Plat, Section 1, Creating 14 Residential Lots And 2 Open Space Lots, And Dedicating Right Of Way, On 19.37 Acres, Located At 565 Jordan Road. (CONSENT AGENDA)

Sponsors: Emily Wright, Amy Diaz-Barriga, Ariella Stanford

Attachments:

1. MAP Franklin Ridge Subdivision, Final Plat, Section 1
2. 118665004sec1
3. Conditions of Approval_Franklin Ridge Subdivision, Final Plat, Section 1

The item was Approved on Consent Agenda.

25. Lincoln Southeast Subdivision, Final Plat, Creating 1 Lot And Establishing Easements, On 14.93 Acres, Located At 117 Southeast Parkway. (CONSENT AGENDA)

Sponsors: Emily Wright, Amy Diaz-Barriga, Ariella Stanford

Attachments:

1. MAP Lincoln Southeast Subdivision, Final Plat
2. 1017714_2025-06-05_final plat
3. Conditions of Approval_Lincoln Southeast Subdivision, Final Plat

The item was Approved on Consent Agenda.

ENVISION FRANKLIN PLAN AMENDMENTS

26. PUBLIC HEARING: Consideration Of Resolution 2025-39, A Resolution By The Franklin Municipal Planning Commission To Amend Envision Franklin To Incorporate Approved Changes To The Urban Growth Boundary.

Sponsors: Emily Wright, Andrew Orr

Attachments:

1. Envision Franklin Update 5/22/25 JCW Slides
2. RES_2025-39_EnvisionFranklinUpdate_Combined_LawApproved

Staff Presentation: Andrew Orr. This city-sponsored plan amendment request is to amend Envision Franklin to align with the updated Williamson County Growth Plan completed in late 2024. This was a multi-year process to amend the Urban Growth Boundaries (UGBs) and Planned Growth Areas for each jurisdiction within Williamson County. Franklin added territory in the Goose Creek Basin and removed territory in the West Basin, along Carters Creek Pike and Southall Road, and south along US 31 Columbia Pike with some locations along the UGB shifting to align with parcel lines. The most notable change includes updating Figure 4.1 Design Concepts Map for recently added and removed parcels from Franklin's UGB. Newly added parcels need to be assigned to design concepts and staff recommendations are largely the same as those presented in the 2023 Envision Franklin public draft. The mapping update also includes extending the conservation design concept where existing flood plains are located and where steep slopes occur to protect hillsides and hill crests. Secondly, this update includes recommended Special Considerations pertaining to corridor setbacks for newly added parcels in the Goose Creek Basin to provide enhanced landscaping and appropriate setbacks as new development occurs. The recommended setbacks are generally comparable to other developments along Lewisburg Pike such as Berry Farms, Stream Valley, Southbrook and Southvale.

All maps and exhibits showing the UGB throughout the document have been updated with the new boundary. This includes the maps in the Introduction, in Appendix A: Existing Conditions and Trends, Appendix B: Development Suitability Analysis, and in Appendix C: Annexation Analysis. In accordance with the plan amendment process, the city staff sent out mailers to impacted property owners as well as those within 500 feet and held open office hours with interested citizens on April 25, 2025, from 8:00 AM to 5:00 PM at the Eastern Flank Rental Facility to discuss the proposed changes to Envision Franklin.

RECOMMENDATION:

Staff recommend approval of Resolution 2025-39.

Citizen Comments: None

Applicant Presentation: None

MOTION

Commissioner Orr recommended approval of Resolution 2025-39, A Resolution By The Franklin Municipal Planning Commission To Amend Envision Franklin To Incorporate Approved Changes To The Urban Growth Boundary, seconded by Commissioner Harrison.

The motion carried by a vote of 9-0.

27. *PUBLIC HEARING: Consideration Of Resolution 2025-41, A Resolution To Adopt An Envision Franklin Plan Amendment For 4468 And 4417 Murfreesboro Road And 151 Trinity Road And Surrounding Parcels Located East Of North Chapel Road And Encompassing Map 088 Parcel 01801, Map 088 Parcel 01802, Map 088 Parcel 01805, Map 088 Parcel 01806, MAP 087 03800 And A Portion Of Map 088 Parcel 01900 To Change The Design Concepts Map From Rural Reserve To Village Green And To Add Special Considerations To The Village Green Design Concept.

Sponsors: Emily Wright, Andrew Orr, Joel Aguilera

Attachments:

1. MAP Smith Family Properties, Envision Franklin Plan Amendment
2. RES_2025-41_LawApproved
3. Envision Franklin Amendment Submittal
4. Conceptual Site Plan
5. Parcel Exhibit
6. Combined Citizen Comments
7. Karen Smith 1
8. Karen Smith 2
9. Karen Smith 3

Staff Presentation: Joel Aguilera. This application is to amend the Envision Franklin Design Concepts Map for 494.21 acres located along Murfreesboro Road. The request is to amend the Design Concepts Map from Rural Reserve to the Village Green Design Concept as well as to add a new Special Consideration for the Village Green Design Concept. The property currently has the Rural Reserve Design Concept with 138 acres of the site marked for Conservation due to the floodplain. The purpose of this request is so that the applicant may develop the site with a master-planned development consisting of single-family houses, townhouses, duplexes, small-scale multifamily, live-work units, and supporting commercial uses consistent with the vision of Village Green. The applicant is also proposing a Special Consideration request for the purposes of permitting two secondary uses: a rural retreat hospitality use with an event venue and continuum of care use(s). The Special Consideration would allow for rural retreat use (and the hospitality's ancillary uses) to be supported within Village Green. The size and scale of the proposed rural retreat use is comparable to the hospitality uses supported by Envision Franklin for the Armistead PUD Subdivision as well as for the Harlin PUD Subdivision. The location of the use along Murfreesboro Road and away from existing residential uses seems appropriate. In addition to the rural retreat hospitality use, the special consideration would also allow for continuum of care as a secondary use. The applicant seeks a building maximum of 95,000 square feet which is comparable to other neighborhood-scale continuum of care uses in Franklin such as the facilities located at the corner of New Highway 96W and Mack Hatcher Parkway near Westhaven and the facility located adjacent to the Williamson County Recreational Center on Fulton Greer Lane.

Envision Franklin states that applicant-requested Plan amendments must demonstrate their need and justification for the plan criteria.

Criteria #1. Significant changes have occurred since the adoption of the Plan and necessitate the proposed amendment; Staff Responses to Criteria #1:

There have been significant changes since the adoption of the recent Envision Franklin update. The Urban Growth Boundary was ratified on November 13, 2024, which included a large portion of the Mayes Creek Basin signaling the City's interest in growing into this basin over the next 20 years. The applicant then submitted an Annexation Initiation request to the Board of Mayor and Aldermen which was approved on February 11, 2025. This affirmative vote signaled an interest to further study the annexation request. Secondly, the State of Tennessee Residential Infrastructure Development Act (RIDA) of 2024 and the Real Estate Infrastructure Development Act of 2025 both recently passed which assist with the extension of public utility infrastructure to properties through the creation of development districts, which represents a new way of funding

infrastructure in the state through the creation of a property assessment on the future property owners of the development. The applicant intends to utilize this tool, and the City has expressed interest in learning more about it and how to implement it.

Criteria #2. The proposal is consistent with the overall intent of the Plan, its guiding principles, desired land-use patterns, the development suitability analysis, and infill maps as applicable;

Staff Responses to Criteria #2:

The provided proposal for Village Green is consistent with the overall Vision and Guiding Principles of Envision Franklin, as it preserves over 300 acres of floodplain, forested areas, and meadows while also providing a mix of housing options in a unique development that encourages a strong sense of place and character. The plan generally meets the guiding principles of Envision Franklin, specifically Housing Choices, Vibrant Neighborhoods, and Natural Beauty. While the staff recommends the City grow in an orderly, contiguous, and efficient manner, consistent with the Managed Growth guiding principle of Envision Franklin, it may not be possible for that to occur in the Mayes Creek Basin due to the prevalence of existing county subdivisions, established estate lots, and the long distance required for the extension of sewer into the basin, and this property encompasses the largest tract of undeveloped land in the City's eastern UGB and serves as the linchpin for annexation into this area. The Development Suitability Analysis, located in Appendix B of Envision Franklin, highlights the overall development suitability of land within the City's UGB. The primary challenges to growth in the Mayes Creek Basin include lack of sewer service, inadequate fire coverage, presence of floodplain along Mayes Creek, lack of multi-use trails, and distance from commercial centers.

Applicant Responses to Staff Comments:

The applicant has provided the following information in its application.

Fire Service: Sufficient land will be dedicated to the City, at no cost to the City, to construct a future fire station to serve the eastern sector of the City of Franklin with a location to be determined later.

Roadway Infrastructure – Improvements: The applicant has acknowledged and adjusted the North Chapel Road corridor to match the alignment shown in the Connect Franklin Major Thoroughfare Plan. However, the concept plan does not show street connectivity east to west, between North Village and East Village. The staff have requested this connection, which will likely cause changes to the conceptual plan.

Land Uses: With the widening of Murfreesboro Road now complete to a 4-lane section, the improved roadway can now better support local commercial uses and a variety of housing options. The City recognizes that congestion exists at peak hours at the I-65 interchange and that will need to be further evaluated if this Plan Amendment is approved and if the applicant submits an Annexation Request and Development Plan for approval.

Water and Sewer Availability: The applicant has stated that with the passage of RIDA, public utility infrastructure, including water, streets, bridges, wastewater, and electric facilities, can be financed and extended to support residential housing development. The applicant has stated that this legislation will help with the overall funding and extension of public infrastructure without bearing any considerable cost to the City of Franklin. However, for sewer, additional information, review of designs, and jurisdictional approvals must still be given to serve this master-planned development.

Criteria #3. The design is compatible with the design concept of the surrounding area and does not cause an abrupt change in massing, form, or architecture.

Staff Responses to Criteria #3:

The conceptual design of the proposed neighborhood, and the Village Green Design Concept generally, does not cause an abrupt change in massing, form, or architecture. There are some existing houses adjacent to the subject property and transitions should be used, such as additional landscaping or spatial buffering between established uses seeking to remain and any new development. Village Green requires significant open space preservation and the conceptual plan shows much of the property preserved, which allows for ample, uninterrupted space between the development and neighboring properties.

Criteria #4. The proposal does not adversely affect the health and safety of residents or damage the natural environment or scenic quality in contradiction to the Plan.

Staff Responses to Criteria #4:

The proposal would not damage the natural environment or scenic quality of the area, as it does not intend to disturb or change any of the Conservation area on-site, or the floodplain areas. The conceptual plan on the north side of Murfreesboro Road shows the developed areas predominantly nestled within the valley and the wooded hillside significantly blocking viewsheds of new construction from nearby properties and is proposing a large setback from Murfreesboro Road. Staff does not believe that the development would negatively impact the health and safety of residents. However, citizens have raised

awareness about local flooding in the area after heavy rain events. Staff does not anticipate this land use change to worsen these conditions because of the city's stringent storm water regulations. Additionally, the applicant has been in communication with the city of Franklin Fire Department regarding dedication of space for a future station as part of the master plan development.

Criteria #5. Substantial improvements in the quality of life for City residents will be achieved.

Staff Responses to Criteria #5:

Staff believe that this amendment could lead to quality-of-life improvements for citizens by providing a variety of new housing options and the opportunity for outdoor recreation. Additionally, the Village Green Design Concept introduces local commercial land uses that provide nearby residents with the opportunity to walk to goods and services in their neighborhood, reducing daily vehicle trips and miles traveled. The Special Consideration proposed to add continuum of care uses will also support aging in place and provide additional housing options for seniors.

A virtual neighborhood meeting was held and staff met with nearby residents who also raised concerns about the overall vision of the development, specifically regarding the increase in density, flooding in the area, inadequate roads, and increased traffic and safety concerns at the intersection of North Chapel Road and Murfreesboro Road.

Mr. Aguilera noted that the Planning Commission is only reviewing the applicant's requested land use change, from Rural Reserve to Village Green, and the Special Consideration to add a rural retreat hospitality use and the continuum of care use. The master plan shown as part of this application is conceptual and has not been fully reviewed for compliance with Franklin's Zoning Ordinance. Staff will ensure that all requirements are met on any future development submittals. Several issues have been identified by the Planning and Engineering staff and have been communicated to the applicant and will need to be addressed. A Traffic Impact Analysis will be required upon submitting a Development Plan.

For this plan amendment request, the staff has worked with the applicant closely to ensure that the application provides a clear vision of the proposed master-planned development and ample justification for requesting the Village Green Design Concept, as well as rationale for the requested Special Consideration. Although nearby residents have expressed concerns with the overall vision and land uses proposed with the development, the staff believes the amendment request meets the review criteria and recommends approval of the Envision Franklin amendment request.

RECOMMENDATION:

Staff recommends approval of Resolution 2025-41.

Citizen Comments:

Jason Holleman, 4210 Park Avenue, Nashville. Mr. Holleman stated that he is speaking on behalf of the CAREs group in opposition to the Envision Franklin Plan Amendment. Envision Franklin specifically suggests that rural reserve is the appropriate concept for most of the 500 acres with the land use plan recommending no less than half acre single family lots. The Village Green design concept would be a significant departure from the established policy. Mr. Holleman pointed out that this would not be a contiguous annexation, leaving pockets of land remaining in the county and mostly undeveloped and rural.

Jack Davidson, 4115 Trinity Road. Mr. Davidson stated that his main concern is flooding as he's witnessed increased flooding along Ladd Road as development continues to grow and recommended a robust study of the topography before changes are made. Mr. Davidson also stated that the proposed property lends itself to a Rural Reserve concept or Large Lot Residential.

Steve Iler, 4237 North Chapel Road. Mr. Iler recommended careful consideration of the new RIDA policy as the more complicated a program is, the more likely financial mistakes are made, adding more debt to the city. Flooding and traffic continue to be a concern. Mr. Iler stated that the reason the area has one home every 10-15 acres is because the ground is rocky and doesn't allow for efficient rain absorption.

Barb Cramer, 1035 John Williams Road. Ms. Cramer urged the Commission to reject the request to change the design concept from Rural Reserve to Village Green. The RIDA program helps the developer financially by shifting the financial burden to the homeowner, ultimately making a home purchase unaffordable. The Village Green concept, for this area, will have inadequate buffers as most of the development will take place along the edges because the middle area is a floodplain, limiting the space for recreational activities. For these reasons, Ms. Cramer asked the Board to deny the request.

Greg Lawrence, Williamson Co. Commissioner, 4th District. Mr. Lawrence stated that he's spoken extensively to Franklin Aldermen and the Smith family about development of this beautiful property into something everyone can agree on. A new greenway trail, along Hwy 96 east, is in the early stages of development. The greenway trail along with the Smith property could be developed into something exceptional that doesn't exist anywhere else, creating unique amenities for citizens and visitors, like the upcoming Armistead development along Hwy 96 west. A mixture of agriculture and equestrian uses are more appropriate for the character of the area.

John Morss, 4419 Russem Lane. Mr. Morss stated that the major thoroughfares such as Wilson Pike, Arno Road, North Chapel and others are not slated for improvements until 2035-2040, according to Franklin Connect. The proposed development will be completed much sooner, creating more traffic congestion on top of existing traffic issues. The roads cannot accommodate vehicle traffic for a development that will be the size of Berry Farms. Mr. Morss urged the Commissioner reject the resolution to adopt an Envision Franklin Plan Amendment.

Patrick Collins, 4458 North Chapel Road. Mr. Collins stated that he is against the potential development of this corridor of Franklin because of the lack of infrastructure. Mr. Collins further stated that he and most of the citizens present at the meeting live in Williamson County and are not represented by an elected official in the City of Franklin. Development of this property is premature and should continue to be zoned Rural Reserve to reflect the surrounding legacy homesteads.

Jeff Goodspeed, 3408 Stagecoach Drive. Mr. Goodspeed stated that the number one reason to reject the proposed zoning change is due to the lack of infrastructure. The city would be putting the cart before the horse if development is allowed to move forward. Focusing on current school enrollments for the 2025-26 school year, Mr. Goodspeed stated that Trinity Elementary, Arrington Elementary, Millcreek Elementary and others are at 83% capacity or higher. Page Middle and Millcreek Middle Schools are at 100% capacity, with Page High and Nolensville High at 100% capacity, and Independence High at 93 % capacity. Mr. Goodspeed further noted that these percentages don't reflect the yet to be completed developments of Poplar Farms (500+ homes), Colletta Park (400 + homes), Starnes Creek, the Highlands and Lookaway Farms. Mr. Goodspeed asked the Board to vote against the request for rezoning and vote against the addition of 1300 more homes to this already congested area.

Melissa Savage, 4102 Trinity Road. Ms. Savage acknowledged that development is inevitable but questioned when the negative impacts outweigh the benefits, is it too much. Wilson Pike, North Chapel Road, Pate Road and others have become unsafe for residents due to speeding and reckless driving as the Williamson County Sherriff's department cannot answer the number of calls coming into their switchboard. In an emergency, residents are faced with extensive travel time of up to 20-30 additional minutes. The number of units proposed along with the already approved high density developments further exacerbate the already challenging situation and seriously affect the quality of life for residents.

Israel Holliday, 2000 Cain Hollow. Mr. Holliday stated that Rural Reserve or Estate Residential design concepts consider forested areas, hillsides and water resources and better reflect the characteristics of this part of Franklin. There are several creeks not identified by a blue line on the map that are valuable natural resources. Mr. Holliday stated that he has hundreds of photos of flooding examples and has concerns about the 60 homes built on top of an undesignated blue line. According to Mr. Holliday, the Village Green designation will have devastating consequences for this area of Franklin as the unintended consequences of the widening of Hwy 96.

Janice Williams, 1041 John Williams Road. Ms. Williams suggested a better way to conserve property on this side of Franklin would be to establish an equestrian park benefiting all Franklin citizens and visitors. Ms. Williams referred to Morven Park, an International Equestrian Center in Virginia, as a potential model and suggestion for the property. Ms. Williams stated that this part of Franklin is rural and should remain a rural area.

Cheryl Hughes, 1752 Burke Hollow Road. Ms. Hughes thanked the Commissioners for their time and efforts on behalf of the citizens of Franklin. Ms. Hughes noted the condition of Wilson Pike and the amount of traffic congestion causing stress to residents. Typically, on the edge of the UGB, moving into the county, housing density is reduced, but the math on the proposed development would allow for 6 units per acre, which could total up to 1200-1300 homes on the edge of the UGB. Looking at the existing established neighborhoods of one-acre lots, Village Green permits higher density in areas more appropriate for large lot residential and at the very least maintain the Rural Reserve designation. Ms. Hughes implored the Board to carefully consider the proposed changes as the decision will affect the future of this area of Franklin.

Maggie McCarty, 4237 North Chapel Road. Ms. McCarty stated that she would allocate her time to Mr. Kimbrough.

Shane Kimbrough, 4244 North Chapel Road. Mr. Kimbrough explained that this proposed high-density development will be adjacent to his property, and he will have a front-row view of the destruction of wildlife habitats and the natural serenity he enjoys. The rural agricultural character will be replaced with concrete and heavy machinery, light pollution, overcrowded schools and more flooding issues. The Village Green concept directly conflicts with Franklin's long-term goals and vision for the future by adversely affecting the health and safety of citizens and by altering the natural environment. Mr. Kimbrough urged the Commissioners to protect the rural community by voting against rezoning and the proposed high density development plan.

Karen Smith, 4343 North Chapel Road. Ms. Smith explained that 138 of the 494 acres fall into the center of the 70% open space, making 42% of unbuildable land as homes cannot be built in the floodplain. Mayes Creek is a big, fast-flowing body of water that runs 3 miles through the subject property and into Ms. Smith's property, eventually dumping into the Harpeth River. When it rains, Trinity, North Chapel and Arno Roads must be closed, making emergency access impossible. Flooding is a real issue, and everyone continues to talk about it, and yet discussion of the proposed project continues to move forward. Also, to make space for the villages and retail buildings, significant deforestation will be required, further complicating the flooding issue. Ms. Smith finished up by asking the Board to reject the request to rezone Rural Reserve to Village Green.

Janet Curtis, North Chapel Road. Ms. Curtis stated that she is speaking in strong opposition to the proposed land use change to Village Green due to the adverse effects and overwhelming challenges the project presents. This level of high-density project does not fit the character of the area and will significantly add to the traffic delays and safety. Ms. Curtis noted that Murfreesboro Road averages 15-16 accidents a month. Deforestation needed to make space for development will result in the loss of wildlife habitats, increased flooding and permanent loss of natural resources. Ms. Curtis urged the Commissioners to reject this request because of the lack of infrastructure and too many other unanswered questions.

Rick Canada, 4348 North Chapel Road. Mr. Canada stated that the unintended consequences of the widening of Hwy 96 East have increased traffic in the area. Traffic is of the utmost importance and concern as it's common to see a 2-mile backup for those trying to get on I-65 from Highway 96 East. Adding a cluster of densely populated developments will generate 1000's more cars and is not prudent planning. Mr. Canada finished by asking the Board to please limit high density development to avoid more unintended consequences.

Bill Petty, Williamson Co. Commissioner, District 10. Mr. Petty stated that growth and the degree of growth should be the main concern. As leaders, Mr. Petty explained that decisions must be made about how much growth and crowding is too much. Citizens have raised several valid points and Mr. Petty stated he supports the citizens and their concerns 100 percent.

Russ Wharton, 1885 West Harpeth Road. Mr. Wharton stated that over time we've seen the results of outdated FEMA flood maps in Franklin, Wilson County, Nashville and other areas in Middle Tennessee. The maps are not taking into consideration new residential development, climate change, and other factors that influence flooding. There are many well-argued points by citizens regarding safety, environmental, infrastructure and financial concerns regarding the proposed development. Mr. Wharton suggested looking at several other priority areas in the City of Franklin rather than trying to develop an area that's not even in the Franklin UGB, especially an area with many unanswered questions and concerns. Mr. Wharton stated that he is not in favor of the development and urged the Commissioners to take the citizen concerns seriously.

John Shaeffer, 4219 Pate Road. Mr. Shaeffer stated that he is proud to live in Franklin and contribute to the community. The most concerning issues are traffic and safety along with overcrowded schools. Mr. Shaeffer suggested that Franklin may end up like Atlanta regarding high-density living and traffic congestion. Please listen to the well-articulated points by the citizens and maintain Rural Reserve as the appropriate Design Concept.

Applicant Presentation: Jeff Heinze. Mr. Heinze stated that the best way to look at this situation is to view it as a long educational journey that began back in 2018, and a lot has changed. A year ago, during the Envision Franklin update, city consultants and planning staff recommended that the subject area be designated as the Village Green Design Concept. The FMPC was not comfortable with the decision and the decision was rescinded prior to the final Envision Franklin Update vote. Village Green was a new concept at the time, but now there is a better understanding of the unique zoning opportunities Village Green can allow for. One is the Infrastructure Development District or IDD, which is a tool for developers, city government, and homeowners, that assists in the financing of significant infrastructure improvements especially for outlying areas. Funding is provided through a substantially lower bond rate compared to conventional loans.

Because of the size of the subject property, the 494-acre site can leverage enough revenue through the IDD to extend sewer services to the northern Mayes Creek Basin including existing development. This is a critical decision regarding the eastern UGB and how future development will look. Mr. Hines further explained that an IDD would provide for road improvements, including widening of Trinity and North Chapel Roads and installation of traffic signals.

Many of the questions presented by citizens will be answered when a development plan is brought before the FMPC. Now, the next step is to put an IDD policy in place with parameters that govern how the policy is implemented. With a Village Green designation, neither the tree lines nor the floodplain will be disturbed. Village Green can be considered true conservation, blended with development, in a very sensitive way and more closely meets the goals of Envision Franklin with attention to gateway preservation. Current Williamson County zoning for this area allows for 1-acre homesites that can be backed up to Highway 96 whereas Village Green requires a 700-foot setback allowing for open space and preservation of pastures. Village Green offers a variety of housing and creates exceptional places for people to gather and participate in recreational activities with interconnected multi-use trails. Managed growth and proactive planning goals of Envision Franklin can be achieved by taking advantage of the IDD along with the Village Green design concept by bringing much-needed infrastructure improvements to the eastern UGB. If the 494 acres are not utilized to bring services to this area, Mr. Hines stated that he isn't sure how services could be provided. Without partnership with large sector private development, the financial responsibility falls on the city government to provide infrastructure improvements. This unique proposal anchors the city's commitment to the eastern growth boundary that will serve citizens for years to come. The projected timeframe for the development buildout is 10–20 years through a 3-phase development process.

To answer concerns about traffic, Mr. Heinze stated that a traffic study will be conducted prior to any finalization of the plan, and he committed to being part of the traffic solution. The goal is not to be like other developments but to blend in and complement the existing character while offering a unique living experience.

MOTION (Disapproval)

Alderman Petersen motioned to disapprove Resolution 2025-41, A Resolution To Adopt An Envision Franklin Plan Amendment For 4468 And 4417 Murfreesboro Road And 151 Trinity Road And Surrounding Parcels Located East Of North Chapel Road And Encompassing Map 088 Parcel 01801, Map 088 Parcel 01802, Map 088 Parcel 01805, Map 088 Parcel 01806, MAP 087 03800 And A Portion Of Map 088 Parcel 01900 To Change The Design Concepts Map From Rural Reserve To Village Green And To Add Special Considerations To The Village Green Design Concept, seconded by Commissioner Allen.

Discussion:

Commissioner Allen stated that every property owner has the right to sell his or her property, but since last fall, nothing has changed regarding the subject property being designated as Village Green. The state has passed RIDA and IDD to assist developers financially, but the subject property is on the edge of the UGB with too many unanswered questions. The amount of money needed to extend sewer services to the area will be astronomical. Commissioner Allen explained that the property is too far out, and it is not the right time to commit to such a large project. The widening of Highway 96 east has created more traffic as it's being used as a cut through with all four lanes full of traffic most days. Approval of the proposed rezoning and project would not be for the betterment of the community.

Commissioner Williamson stated that she received a book in the mail and would be donating it to the public library. Regarding the subject property, Commissioner Williamson stated that it doesn't make sense to put a commercial node along with a high-density development on the edge of the UGB. Other neighborhoods such as the upcoming Armistead development and Westhaven have commercial components but are located within the Mack Hatcher ring and not at the edge of the UGB. Looking east and north of the subject property, most of the property is extremely rural with less infrastructure support. Also, looking at the interchange of I-65 and Highway 96 and the traffic delays, it doesn't make sense to add a density node east of I-65 unless significant road improvements are made in the future.

Commissioner Franks stated that he supports staff's recommendations for approval because the FMPC would have the ability to review the plans as they come forward and make changes to the proposed density. Traffic signalization is important and much-needed throughout Highway 96. Commissioner Franks noted his support for the project.

Commissioner Orr asked the applicant where the commercial nodes were located within the concept plan.

Mr. Heinze explained that the neighborhood commercial is already in place at the intersection of North Chapel Road and Highway 96. Mr. Heinze also noted that one of the buildings in the East Village would have retail on the first floor and

residential on the second floor and above.

Commissioner Mann stated that he agrees with Commissioner Franks and explained that throughout the yearlong discussion about updating Envision Franklin, not much opposition was heard regarding this property being zoned as Village Green until the very end of the year. This is an opportunity for a public and private partnership to fund much-needed infrastructure improvements. Commissioner Mann explained that he would like to see approval of the Envision Franklin update so that a traffic study could be conducted and is fully supportive of seeing a development plan so that the Commission can decide how to best utilize this property. Village Green is the right policy for this piece of land and Commissioner Mann agrees with the staff's recommendation.

Commissioner McLemore stated that considering the study and research completed by staff paired with the city's goals for the future, Village Green will allow concerns to be addressed. Traffic, flooding, and overcrowded schools need to be concentrated on, and solutions discussed using the best available tools. Commissioner McLemore explained that she agrees with the staff's recommendations to change the subject property from Rural Reserve to Village Green.

Chair Lindsey stated that the property will be developed, and it is the Commission's job to decide how development will occur based on the parameters provided by the City Planning Department. Particularly the 70% open space established by Village Green is desirable opposed to 50% open space that Rural Reserve suggests. Chair Lindsey explained that the IDD policy passed by the State seems to be a more appropriate way to fund infrastructure for a new development by passing the cost onto the homeowner. Chair Lindsey also stated that he cannot convince himself that Village Green is not the best way to move forward and will vote in support of the city staff's recommendation.

The motion failed 3-6 (Commissioners Harrison, Franks, Lindsey, Orr, Mann, and McLemore voting against).

MOTION (Approval)

Alderman Franks motioned to approve Resolution 2025-41, A Resolution To Adopt An Envision Franklin Plan Amendment For 4468 And 4417 Murfreesboro Road And 151 Trinity Road And Surrounding Parcels Located East Of North Chapel Road And Encompassing Map 088 Parcel 01801, Map 088 Parcel 01802, Map 088 Parcel 01805, Map 088 Parcel 01806, MAP 087 03800 And A Portion Of Map 088 Parcel 01900 To Change The Design Concepts Map From Rural Reserve To Village Green And To Add Special Considerations To The Village Green Design Concept, seconded by Commissioner Harrison.

The motion carried by a vote of 6-3 (Commissioners Allen, Petersen and Williamson voting against).

ANY OTHER BUSINESS

Chair Roger Lindsey asked if there was any further business. There was none.

ADJOURN

There being no further business, Commissioner Allen motioned to adjourn the meeting, seconded by Commissioner Orr. The motion carried by a vote of 9-0 and the meeting adjourned at 09:11 PM.


Chair


Date